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BOSTON UNIVERSITY

School of Public Communication

Thesis

A STUDY OF U. S. FLEET OPERATIONS
PUBLIC INFORMATION PROGRAMS

By

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Submitted in partial fulfillment of the
requirements for the degree of
Master of Science

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P R E F A C E

This thesis is written as a possible aid to naval commanders and collateral duty public information officers. Each individual command within the Naval Establishment has a definite responsibility to the Public Information Program of the United States Navy. U. S. Fleet Operations offer an area wherein the aspects of the public information possibilities offer unlimited opportunity. U. S. Fleet Operations as discussed in the context of this thesis refers to those operations conducted by United States Naval Units exclusively on the East and West Coasts of the United States.

This particular subject was selected because past experience has led to a belief that, despite increasing Navy-wide emphasis on public information, public information at the individual ship level during stateside operations has not been effective to the maximum degree. Further impetus was added to the thesis when discussions with the Chief of Information and other officers within the offices of the Office of Information, indicated that a study in depth in this area would be beneficial to the overall Navy Public Relations effort.

This thesis is not a scientific study designed to produce empirical laws and formulas which may be applied to any situation that may arise. It is an attempt to take a scholarly view of the information practices of the individual fleet units. Existing practices within the fleet will be researched, analyzed, and discussed in the light of present day thinking in mass communications and public relations.

Again, this thesis is not to discuss the need of the Navy for Public Information or the value of the fleets role. Rather it will place current public information programs in writing, in the desire to be of aid to the naval commander and the officer serving as collateral duty Public Information Officer

"If we could first know where we are and whither
we are tending, we could better judge what to do
and how to do it"

ABRAHAM LINCOLN

CHAPTER I

INTRODUCTION

Before discussing public relations within the Navy, some knowledge of the development of the term in the United States Navy is needed. Although public information as it evolves in fleet operations is different, since it is not all inclusive, a brief discussion of the history of public relations within the naval establishment should serve to establish a common base.

Background of Public Information in the Navy

As an agency of the federal government, the Navy is a public institution and the American public has a right to be informed about its activities. Though little can be said of public relations during the early days of our Navy, it is evident that the more prominent figures in early American Naval history operated with close alliance in conjunction with the powers of publicity and politics. The relationship was by no means as formal as it is today. The mechanics of liason and amiable relations were informally handled by administrative aides to the Secretary of the Navy or the Flag Lieutenant. This casual association did not long satisfy the quest for knowledge about the Navy by a growing and inquisitive press -- or the citizen taxpayer.

Prior to World War I, the various commanders, bureaus, and officers released information and handled press relations without specific guidance from the Navy Department. As World War I approached, however, the Secretary

of the Navy became concerned about the hap-hazard manner in which news reached the public from the scattered segments of the Naval establishment. In an effort to centralize the release of Navy information, the Secretary held two press conferences daily in his office. There he spoke informally to newsmen on events of current interest within the Navy Department and answered their questions.

Later, in 1917, the Secretary established a Navy news bureau to supplement the release of information from his press conferences. The news bureau was staffed by civilian newsmen and operated directly under the Secretary's control although it was organizationally designated as the information section of the Office of Naval Intelligence.

The news bureau was not geared as closely to fulfilling the requirements of the press as it was to controlling the sources of information open to the public and the press from within the Navy Department. Since its primary source of information came from reports sent to the Office of Naval Intelligence on current events and projects, it released, generally, only that information approved by the Secretary and compatible with the security requirements imposed by its supervisory office. The news bureau was a step, if a small one, in the right direction.

The nation's press continued the interest stimulated in the Navy during World War I. On 1 May 1922, the Secretary of the Navy directed the fleet commanders, commandants of the Naval Districts, and commanders of the naval forces to appoint one or more officers to collect information and photographs from ships or stations under their command. In order to assure a continuous supply of Navy material he advised that each activity also appoint at least one



officer to cover drills, maneuvers, athletic competitions, and other events of general interest, so that the people at large might have some knowledge of what their Navy was doing. The officers who were assigned this duty were directed to send weekly reports to the Office of Naval Intelligence, section on the command's activities.

In 1939 the information section was renamed the Public Relations Branch of the Office of Naval Intelligence, and subsidiary branches were opened in each Naval District. As World War II approached, the Secretary of the Navy divorced the Public Relations Branch from the Office of Naval Intelligence and created the Office of Public Relations as a separate office with a Rear Admiral as the director.

At the outbreak of the war, hundreds of civilian newsmen, advertising executives, and public relations experts were given direct commissions in the Naval Reserve; and, after a short indoctrination period, they were ordered to information billets ashore and with the fleet commanders.

Following the rapid demobilization of the Navy after the war, large numbers of these Reserve specialists were released. The Dyer Board, which was established to review the Navy's postwar manpower situation, recommended the establishment of a formal program of specialty for public information officers. Although the Board recommended that 145 officers be named to the specialist category, only forty-two regular Navy officers were appointed in 1947, following legislation which formally created the public information specialist category. The further reduction of the Naval forces and the formation of the Office of



Information in the newly created Department of Defense in 1949, held the number of specialists far from the proposed level of 145.

Navy Department reorganization in 1950 renamed the Office of Public Relations as the Office of Information and moved it into the Executive Office of the Secretary of the Navy. Though subsequent organizational and administrative changes have affected the office internally, it remains one of the four major staff offices directly under the Secretary of the Navy.

At present there are approximately 100 billets in the Navy being filled by public information specialists. Additionally, there are more than 200 full time public information billets being filled by non-specialists. The Navy Public Information program is one of the areas in which there will be unrestricted line officers serving as subspecialists -- officers who become qualified in public information by education and experience, but retain their primary specialty in Naval warfare and command at sea. Where there are no full time public information officers allocated, collateral duty public information officers carry out the responsibilities of the individual commands.

From a handful of newsmen in 1917 to an executive office with a staff of almost 100 military and civilian personnel, the Office of Information has changed a great deal. Change is also apparent in the structure of the public information activities of the fleet and shore establishment as specialists, sub-specialists, and collateral duty public information officers advise commands on public relations.¹

¹Rear Admiral W. P. Mack, "Change," Direction Magazine, (January, 1965), pp. 2-3.

Military Public Relations Today

Public Relations as an accepted profession is a Twentieth Century phenomena. Unfortunately, public relations to many people has long had the ring of press agency and carried the connotation of artificiality and subterfuge. In the late 1940's and early 1950's the armed services made a move to combat this wide spread feeling by changing the title of these activities from public relations to public information.

Increased emphasis has been placed on the achievements of good relations with the American public through better public information practices by all the armed services. Oddly enough the organization and development of military public information got its greatest boost as a result of an intense battle between the separate services themselves. This rather embarrassing episode of military evolution served an important function. It emphasized the importance of public relations practices in winning public and Congressional support to further their respective roles in the defense of the nation.

The increased emphasis that has been placed on the achievement of good relations with the American public through better public information practices can be illustrated by these quotes:

As General Matthew B. Ridgway expressed:

Our long range objectives must be to inform the American public fully of Army activities and accomplishments, within the bounds of genuine military security, in order to instill confidence in Army personnel, policies, and management and to widen public understanding that the Army is performing loyally and intelligently in support of national aims and the public interest. To accomplish these objectives we must modify the philosophy, which has for years guided the Army's action in the field of public relations. This philosophy

has influenced officers to remain aloof from the public and reticent on their few public appearances. We must become more articulate and develop a positive public relations attitude throughout the Army. Too many officers look upon public relations as a defensive operation rather than a living, dynamic one.¹

The Office of the Chief of Information in Washington is now the top link in the information field for the Army. Subordinate sections operate in every major Army command both in the United States and overseas.

As stated in the United States Air Force Manual on Information Policies and Procedures:

The Air Force Information Program was established to increase the degree of understanding and knowledge that the American public possesses concerning Air Force missions and requirements. Recognition of public interests and attitudes is essential, since the role of aerospace power in our national defense structure eventually must be resolved by the citizens of the United States.

It is axiomatic that public understanding cannot be achieved if proper understanding is not present within the Air Force. Therefore, an initial step in formulating a program to carry out the primary objective must be to develop our personnel resources. Each individual in the Air Force, military and civilian, must be thoroughly familiar with the roles and missions of the Air Force, and become a source of reliable and factual information for all the publics with whom he comes in contact.²

The Office of Information is a staff agency of the Office of the Secretary of the Air Force. The Director of Information is directly responsible

¹General Matthew B. Ridgway, "Effective Army Troop and Public Relations" (A memorandum to Field Army Commanders, July, 1954).

²Department of the Air Force, Air Force Manual No. 190-4, "Information Policies and Procedures," November 20, 1964, p. 1.

to the Secretary of the Air Force for operating the Air Force information program, to include planning, promulgating, and supervising the internal information, public information, and community relations programs. He advises the Secretary of the Air Force, the Chief of Staff, USAF, and the Air Staff on matters related to the information program.

The Chief of Information, United States Navy, stated in January, 1965:

The increased emphasis on public information programs in the past few years is indicative of a growing concern within the Naval Establishment for Navy public relations and the Navy image. In the not too distant past an attitude of "let our actions speak for themselves" prevailed throughout the Navy. While some of the most effective public relations projects are those which are based on significant achievements, our actions do not "speak for themselves."

Each one of us should stop and consider the changes which have taken place during our naval careers, the growth and technological advances, the complexity of equipments and the diversity of forces. Consider the changes in mass communications that have taken place during the same period, the expanded coverage of news both on radio and television, the sophistication of interpretive reporting of the government and the increasingly competitive interest in military affairs and operations.

Our public information efforts must keep abreast of both the changes in the Navy and those in mass communications.¹

As previously stated, the Chief of Information serves as one of the four major staff officers directly under the Secretary of the Navy. The organization includes either public information specialists, subspecialists, or collateral duty public information officers at every level of the Naval establishment.

¹Rear Admiral W. P. Mack, "Change," Direction Magazine, (January, 1965), p. 3.

It is evident that today the armed services and the top military men that represent these services are keenly aware of the place and purpose of public relations. "No organization faces a stiffer, continuing public relations assignment. The enormity of this task was clearly seen by the first Secretary of Defense, James Forrestal, who said: 'I know of no task that is more complex, except possibly the task of government itself, than that of engendering in a democracy an appreciation of the role of the armed forces'." ¹

The Navy Public Information Mission

Having gained an insight into the complexity and increasing growth of the public information activities within the Naval establishment, it is advantageous to examine the written mission and objectives under which the establishment operates. The Navy has charted a definite course. The mission as stated in the United States Navy Public Information Manual is:

The information mission of the Navy is to inform the public and the naval service concerning:

- (a) The Navy as an instrument of national policy and security, and
- (b) The activities of the Navy as compatible with military security, and
- (c) The responsibilities and participation of naval personnel as United States citizens under the concept of government and society. ²

¹Scott M. Cutlip and Allen H. Center, Effective Public Relations, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964), p. 426.

²Department of the Navy, Navexos P-1035, "U. S. Navy Public Information Manual," (Washington: Government Printing Office, October, 1953), p. 3.

In addition, in a briefing for Commanding Officers on the importance of public relations, the following comments were made:

The mission of the Chief of Information and, in fact, the whole of the Navy Public Relations effort at every command level, is fourfold:

We must provide complete, accurate, and prompt news about the Navy and its activities.

We must be responsible to requests for information from the public, the press, and other branches of government.

We must prevent the dissemination of information that violates security, and try to avoid publicity that is distorted or otherwise contrary to the public interest.

We must seek to create an accurate up-to-date "image" of the Navy as an instrument of our national security.¹

In conjunction with the mission prescribed, the Navy has established the following objectives for the public information program:

In furtherance of the Navy's functional missions and in discharging the Navy's obligation to inform the public and the naval service, the current paramount information objectives are:

- (a) Understanding of the continuing importance of seapower.
- (b) Understanding of the Navy's role today.
- (c) Understanding of the Navy's future role.
- (d) Encouragement for career service.
- (e) A vigorous Naval Reserve.

¹Briefing for Commanding Officers on the Importance of Naval Public Relations (mimeographed, in the files of the Office of Information, Navy Department), p. 5.

(f) Public awareness of the need for a modernized fleet.

(g) Public awareness of growing Soviet naval strength.¹

To actively pursue the mission and objectives the Navy addresses its public information efforts to primarily four publics:

- (1) The general public
- (2) Citizens with direct Navy contact.
- (3) Personnel in the Navy; and
- (4) People abroad.

Direct and indirect means of reaching these publics are utilized. Direct methods include Navy speakers addressing the public, guest cruises, exhibits, demonstrations, and special events. Indirect contact is afforded through the use of the mass media (newspapers, Hometown News, magazine articles, books, TV, and movies).

Publics cannot be sharply divided. Fleet information programs overlap into community relations projects. Internal programs merge with family groups, and other publics. The important emphasis is the fact that the Navy realizes the importance of the various publics and is implementing programs to communicate with them. The importance attached to the active fleet in implementing these various programs, engenders the public relations significance of any and all programs conducted by the units within the fleet.

Rear Admiral W. P. Mack, USN, Chief of Information, Navy Department, emphasized the contribution to Navy Public Information that would

¹Navexos P-1035, loc. cit.

result from an examination of the public information aspects of fleet operations. In a meeting in January, 1965, he cited fleet operations as an area deserving of a detailed study.¹

Analysis Of Area To Be Studied

Navy public information policies and objectives extend to every activity of the Naval establishment regardless of size, mission, or complement. Included as a vital, dynamic force within the framework of the public information program are the ships comprising the active fleet. To the average layman and the general public, the Navy signifies ships. One connotes the other to the ordinary citizen. Only when specific questions are asked concerning types of ships, length and variety of operations, cost to the taxpayers to operate, and mission, does one discover the general lack of intimate knowledge concerning the Naval operating forces.

Granted, the general public is aware that Navy ships pluck the astronauts from the sea; they are equally well informed of the role played by the Navy ships on the world stages of Cuba, Vietnam, and the Dominican Republic. These global operations executed by entire task forces are well disseminated by the mass media. But, what of daily, arduous, training operations by these same units while stationed on their respective coasts? What does the "man in the street" know of these operations? The policy of keeping the public informed must

¹Letter from Rear Admiral W. P. Mack, USN, Chief of Information, Department of the Navy, Washington, D. C., January 4, 1965.

still be the vital goal of the information program, whether the ship is involved in exotic operations, or perched high and dry in a repair drydock.

Large scale exercises, involving numerous commands, are staged at various intervals throughout the year on both coasts. These exercises are conducted by large staffs having at their disposal a quantity of personnel not normally available to the individual ship. Included within the structure of these staffs are billets for a public information specialist. Thus, when these exercises are conducted they are valuable to the mission and objectives of the entire public information program. These exercises facilitate and promote a greater understanding among civilian influentials by affording them the opportunity for direct participation. Often they take part as observers aboard Naval surface and air units. This is as it should be.

These multi-command exercises, however, represent less than twenty-five per-cent of the total U. S. Coastal Operations of the fleet units involved. The analogy is apparent. Less than one-quarter of the fleet operations conducted on the coasts of the United States are under the direct influence of a public information specialist. The gap in the aggregate public information plan is obvious.

The area of immediate concern to the Office of Information then becomes the single ship operating alone or with its division, squadron or flotilla. Stated previously was the fact that each command, regardless of size, was required to assign an officer the collateral duty of Public Information Officer. Also to be noted is the following written policy directive:

Commanding officers of all ships and stations are responsible for the implementation of the public information policies and programs of the Navy Department and for the conduct of public information within their commands. Their

responsibility for public information is identical with their responsibility in other affairs.¹

Further written policy reads as follows:

1. It is the policy of the Department of the Navy to provide the American public maximum information concerning or related to all phases of unclassified naval exercises and operations.
2. The control of public information in operations and exercises conducted by the Navy is a command responsibility exercised by the officer in command.²

This is not to be construed as an indictment of any unit of the fleet.

There is in existence however, a partial void in the fleet public information program, a void partially filled by every unit when "visit ship" is conducted, a void eliminated by a few fleet units implementing a vigorous, active, and imaginative public information program.

A military organization is characterized by its relentless pursuit of near perfection both administratively and operationally. The obvious, and apparent question then remains: why is there a void?

It must be stated that this void, or gap, in public information activities is nullified to a great extent when the same individual fleet units are employed. The ships during normal operations employ to either the Mediterranean Sea or the Far East to operate with the Sixth and Seventh Fleets respectively. Length of employment "averages" from six to nine months over an eighteen month

¹Navexos P-1035, loc. cit., p. 8.

²Navexos P-1035, loc. cit., p. 85.

span. This is during "normal" peacetime conditions. While employed with the Sixth or Seventh Fleet, ships participate in extensive public information, People-to-People, and other good will programs.¹

Therefore, other criteria have a direct bearing, and must be considered, concerning the public information activities which are implemented during U. S. Coastal operations.

¹A detailed study of the public information activities of the employed fleets is being conducted by Lieutenant David W. Garrett, USN. (Unpublished Master's Thesis, School of Public Communication, Boston University, 1965.)

CHAPTER II

OTHER CRITERIA...AND CONSIDERATIONS

Democracy has been defined as government by the consent of the governed. But today our society is so complex that it is not government alone that needs the public's consent. Every group, and for that matter, every individual needs the understanding and support of public opinion, in order to become integrated into our democratic society.¹

People-to-People and goodwill missions abroad make sense, create international understanding, and are seemingly in line with what is expected of a Naval vessel on foreign employment. The thought of having to "sell" the United States Navy, its traditions and customs to the U. S. Public at-large is an actuality which is either offensive or misunderstood by many career Naval officers. Their reasons are many, and varied.

Modern Technology

"In a period of fantastic technological change, military leadership is confronted with an almost perpetual crisis of organization."² The average Naval officer of today is overwhelmed by the technological advances that he encounters. Rapid developments in nuclear capabilities, weaponry, operational techniques, are grist for the intellectual mill, along with contingency planning, systems analysis,

¹Edward L. Bernays, Public Relations (Norman: University of Oklahoma Press, 1952), p. 157.

²Morris Janowitz, Sociology and the Military Establishment (New York: Russell Sage Foundation, 1959), p. 22.

international relations, and personnel management. Commensurate with the increase of highly technical requirements there has been no lessening of the necessities of administrating a modern Naval vessel. Personnel, supply, discipline, and many other duties, remain to exact their toll in precious minutes. Add to this, public information!

As a consequence of modern technology the Naval commander is forced to increase his reliance on staff officers or specialists to ensure that technical functions are efficiently performed. Missiles, advanced undersea weapons, guidance systems, and computers, require individuals possessing specialized training. One officer by himself cannot assimilate all the information required at a technical level on all subjects. Thus, the Naval commander is not sufficiently equipped to assist or assess adequately the myriad of technical tasks performed by specialized personnel. Astute judgment of the performance of staff and technical personnel is certainly the mark of an able administrator. Naval officers trained in line positions and for command at sea are proving, beyond a doubt, that they are equal to the task. It is, however, a task that their predecessors of twenty years never faced.

Secondarily, military administration is such that a formal set of regulations and written directives establish policy for all eventualities. "First military command structure is laid out and continually redesigned so as to create a precise format in which each unit is clearly charted and its task assigned. Second, military command seeks to routinize its operating procedures to the most infinite detail."¹ Technological advances have deluged officers in command

¹Ibid., p. 83.

with technical manuals, instructions, notices, and memorandums. The net result has not been a decrease in adeptness, but rather an increasing erosion into previously compactly scheduled routines.

Closely associated with the scientific innovations related to Naval operations have been giant strides in the technology of mass communications and the information industry. These concepts have been overshadowed by the technical advances which stimulate the imagination and are perceived in "black and white" terms.

The interest and motivation of the majority of Naval officers today is oriented toward the exotics of space physics and rocketry, supersonic delivery vehicles, and nuclear deterrents. In this environment the relatively unglamorous, but essential, public information program is given second consideration.

Distrust Of Public Information

The hard reality that a great majority of Naval officers cast a suspicious eye at the practitioners of public information and their methods is understandable. To a substantial number of Naval officers, public information is nothing more than publicity. They are not alone. The civilian populace is equally unsure of their civilian counterpart -- the public relations man.

In a recently published book, Albert J. Sullivan, Associate Professor of Public Relations, Boston University, had this to say: "There are almost as many definitions of public relations as there are writers about it; whatever it is, its projected image is tenuous indeed if so many observers see so many different realities. Regarding its mode of operation, the image is also quite



diffuse."¹...he goes on to say that, "public relations is a relatively new phenomenon, literally in its adolescence, and admittedly not yet mature. It has been too busy doing and learning how to do to give much thought to the nature of its actions and to a solid foundation for them;"² and further; "What is new is the realization that the exchange of information among groups of people is somehow of enormous importance."³

At this juncture the Naval officer perceives public information activities as non-technical. Thus by association, they require no degree of specialization or increased emphasis. The general attitude is: "Are we not professional men? Do not the professions have codes of ethics about their relations with the public?, and would not a spreading of how good we are on the record, be a breach of these ethics?"⁴ Just how important the exchange of information among groups of people is, coupled with the technological advances which have made mass communications a highly technical and professional field, remains to be demonstrated to the officer of the line.

Other Factors For Consideration

It is not possible to spell out in detail the attitudes, opinions, beliefs, and interaction patterns that historically have characterized the line

¹Albert J. Sullivan, "The Tenuous Image of Public Relations," Information, Influence, & Communication, ed. Otto Lerbinger and Albert J. Sullivan (New York: Basic Books, Inc., 1965), p. 9.

²Ibid., p. 13.

³Ibid., p. 14.

⁴Rear Admiral John L. McCrea, USN, "The Naval Commander and Public Relations," Naval War College Review, (November, 1953), p. 1.



officer's view of public information. The notion, that the military are above politics and striving for acceptance by the public, is a popular element of military ideology. Although Naval line officers may be apathetic towards public information they are not completely alienated from it.

There are two other factors which bring about the absence of public information activity, of enough frequency to merit discussion.¹ The first general factor contributing to the apathy of public information activity is the feeling that the effort is futile. A precondition for most human effort is the conviction that what one does will make a difference and will have an effect of some sort. Officers seem to reflect the opinion that were they to activate their command in a determined public information effort, the significance of the program would be negligible. Officers cite examples from previous experience when they were directly involved in a particularly strenuous effort to correct an existing relations problem. In all cited instances, there was no indication of immediate results and a lack of instant satisfaction. Failure of concrete results easily diverts the attention of the naval commander to the more pressing, daily, "black and white" chores. This is also indicative, again, of a misunderstanding of the gains to be achieved through a continuing and effective program of public information.

A second general factor contributing to apathy for the program is the widespread feeling that there is no need for the activity, or to establish any specific information program. Officers seem content with the state of the art within the Navy at present. (They are quick to recognize the tremendous strides

¹Interviews conducted with naval line officers in command of individual units.

made by the United States Air Force in the field of public information, and the congruent national image). Compliance with existing directives is not grudging, but rather in conformity. Day-to-day information activities are predicated on the belief that the United States Navy has always, and has now, the complete understanding of the civilian populace.

Civilian Understanding

What is the basis, if any, for this complete understanding of the United States Navy on the part of the American public? There is none! There are indications, however, that point to a very blurred image of the Navy. Public support of the Navy in time of peace has never been sufficient to maintain the amount of Naval preparedness deemed essential. The present period of peace is unlike any previous period in the nation's history. The entangled web of modern life combined with the nature of the military forces required by the cold war, have drastically altered the people's perspective. The contrast provided by the contemporary situation is all the more striking when it is recalled that the situation represents developments of the last two decades. The impact of the American military establishment on the government and the nation in recent years has been substantial and nearly ann encompassing. There are few areas of national life that have not been affected to some extent by its activities.

It is well to view the entire military complex in terms that show its tremendous impact on our nation, and thus its citizens.

Three million seven hundred thousand Americans are employed by the Department of Defense, two thirds of this number are in uniform; for over a decade the

Department of Defense has absorbed half of every dollar paid in taxes; defense's inventory of real estate and equipment is worth over 150 billion dollars. It runs some six hundred installations in the United States alone.¹...

Defense absorbs nearly a tenth of the total U.S. production of goods and services. In some industries employment dependency on defense is high -- 95% in aircraft and missiles, 60% in ship-building, 40% in radio and communications. The Department of Defense employs over 10% of the entire U.S. working force.²

There is definitely a decreasing of the differences between the military and civilian establishment. The traditional insulation between the two societies no longer exists. Professor Janowitz outlines a few reasons:

1. An increasing percentage of the national income is spent for the preparation of war. There is a trend towards popular involvement in the consequence of war and war policy since the military is progressively distributing a larger share of the economic wealth.
2. Military technology has vastly increased the destructiveness of war. Weapons of mass destructiveness socialize the danger to the point of equalizing the risks of warfare for both soldier and civilian.
3. The permanent character of the military has removed one important source of military-civilian conflict, namely the civilian tendency to abandon the military establishment after war. The military is a more permanent fixture in our lives today and not subject to rapid expansion or dismantlement.

¹Remarks by Mr. Cyrus Vance, Deputy Secretary of Defense, at the White House Seminar for Summer Students, Sheraton-Park Hotel, Washington, D. C., July 31, 1964

²Jack Raymond, Power at Pentagon (New York: Harper and Row, 1964), p. 265.

4. Because of the high rate of technological change, internal conflicts between the military services have multiplied.
5. The maintenance and manning of new weapons requires a greater reliance on civilian oriented technicians.
6. The need that political and civilian leaders have for expert advice from professional soldiers about the strategic implications of technological change serves to mix the roles of military and civilians.
7. Changing technology creates new patterns of combat and modifies organizational behavior and authority in the military.
8. The need to fight limited wars or strategic wars, with available mobilized forces, tends to increase reliance on a professional military establishment so that the military has become an integral part of the larger society on which its technological resources depend.¹

These brief remarks concerning present day civil-military relations in the United States illustrate vividly the changes our society is experiencing. Understanding and clarification of these conflicts is necessary for both the civilian and military community. As the roles merge, the communications must increase.

Added to this vast civil-military complex are difficulties generated by the tensions of the cold war. We Americans often speak of peace in terms of a positive set of relations. Our concept of peace is not a negative one. "Americans by tradition and temperament think of the white of peace and the black of war. We

¹Janowitz, Loc. cit., pp. 15-17.

are not very much at ease with the dragging, nagging, cold war that is neither peace nor general war, but the vast grey area inbetween."¹ This grey area is not the time for the Navy to hold the line in the field of public information. Naval commanders who feel that the Navy enjoys the complete understanding and support of the public are mistaken. By denying the public even the slightest amount of information, concerning the daily activities of the operating forces, confuses the issue and results in vague information. "Vague language cannot be applied to the facts in an informative manner and, since words are indispensable tools in thinking, vague information prevents men from themselves understanding complex issues. Vague information also hinders the American from making important decisions in the field of public opinion, permitting them to grapple with contemporary and future problems."²

Therefore, during this period of increased international tensions and enlarged military activity within the framework of the traditionally civilian community, a greater information effort is required. Often public opinion is apathetic when it should be concerned -- and panicky when it should be calm. Problems posed by public opinion, in regards to the military, have never yet been solved in the United States. The American public must never be permitted to lose sight of the fact that the military establishment exists for one purpose:

¹Admiral Arleigh A. Burke, USN, "The U. S. Navy's Role in General War and Conflict Short of General War," Naval War College Review, (April, 1959), p.8.

²William A. Glazer, "The Semantics of the Cold War," Public Opinion Quarterly, Vol. 20, No. 4, (Winter 1956-57), p. 705.

The purpose of a military organization is to fight and win wars. This dictates its form, creates its methods, explains its nature. A military organization must be flexible in structure, but inflexible in discipline. It commands, and it must be commanded, but it also leads, and must be led. It must be at once preemptory, and persuasive; its authority unquestioned, but open-minded, not rigid.¹

Existing for the purpose it does, the Navy is then a necessity for a power such as the United States. During this period of international tension and complex technological advances, both on the civilian and military stage, communications and interaction must be greater than ever before. Complete understanding is the key to common endeavor and harmonious relations.

Modern technology makes lightning swift aggression possible.

Armies and planes can cross borders in minutes, the hydrogen missile can do so in seconds. Vast moats which once protected the security of the United States have shrunk to mere ditches. Instantaneous world-wide communication is available via numerous media. The irony of the situation is, that while the Navy has the instruments of communication at their disposal, which earlier Naval commanders would have envied, the task of communicating is far more difficult. Years of suspended peace and cold war have created the situation. A concerted effort on the part of the entire fleet in U. S. waters, aimed at civil-Naval understanding, will place the Navy within the proper prospective in relation to the civilian community.

¹William Frye, "The National Military Establishment," The American Political Science Review, Vol. XLIII (June, 1949, No. 3), p. 543.

CHAPTER III

U. S. FLEET OPERATIONS

General

The United States Navy maintains two operational fleets on the coasts of the United States. The Second Fleet is made up of the operating forces along the East Coast, utilizing ports on the coast and in the Caribbean. The First Fleet is operational in the waters bordering the West Coast, including the areas of Alaska and the Hawaiian Islands.

Composition of these fleets includes all types of naval vessels. Small coastal minesweepers, attack transports, supply ships, destroyers and cruisers, and the largest aircraft carriers combine forces to complete the fleet organization. The vessels are grouped according to mission, type, requirements, etc., into various type and force commands. These commands are further broken down into flotillas, squadrons, and divisions. Overall authority of the First and Second Fleets is vested in Commander-in-Chief Pacific and Commander-in-Chief Atlantic, respectively.

Public Information Assignments

Specialists in the field of public information assigned to the fleet, force, and type commanders vary. For instance, both the First and Second Fleet Commanders have public information specialists permanently assigned to their

staffs. The Commanders-in-Chief also have public information officers assigned, supplemented by large staffs of their own. The type commanders and force commanders differ as to whether they have public information specialists assigned. Neither Commander Cruiser-Destroyer Forces in the First or Second Fleet have a specialist assigned to their staffs. Commander of the Amphibious Forces on both coasts have officer information specialists assigned to the staff.

The factors that determine whether or not a type or force commander employs a specialist in the field of public information are many and varied. Pre-dominant in the considerations is the fact that there simply are not enough public information specialists in the Navy. Current strength of between eighty-five and one hundred specialized officers requires adept assignment to insure maximum benefit to the naval service. Some type and force commanders feel that they receive a finer public information program, and more concise advice, by placing an officer in the information billet who is intimately acquainted with the ships and the operations of that particular staff. Thus, a line officer is assigned the primary duty of public information.

Rarely is the primary billet of information found below the type or force command level. Unusual circumstances, such as the current National Aeronautics and Space Administration Program, which calls for large naval recovery forces to remain on station for ever-increasing numbers of days, may necessitate creation of a public information billet. This billet is filled by either a specialist in the field or a non-specialist. The non-specialist, if assigned, normally has previous public information experience.

Flotilla, squadron, and division public information billets are therefore not primary billets, but rather duties assigned to an officer as collateral tasks.

A recent directive placed the Naval Districts under the administrative control of the Commander-in-Chief of the Atlantic or Pacific Fleet, depending on the location of the District. (First Naval District in Boston is now assigned and reports to Commander-in-Chief Atlantic Fleet). This has had little effect on the public information programs of the type or force commanders as of yet, but could result in an increase in the amount of professional assistance rendered to these commands.¹

The results of having professional public information officers assigned to some type and force commands and others represented by non-specialist information officers, is considered by the author to be unsatisfactory. Varied and different programs, with the emphasis placed on differing areas and diverse objectives, produce as a result diffused public information benefits.

Organizational Relationship

The organizational relationship of the public information officer, whether he is a specialist or non-specialist is outlined in the U. S. Navy Public Information Manual:

1. Public information offices of fleet, force, and type commands will follow the normal administrative and task organization of the command.

¹Interview with a Public Information Officer serving on a fleet staff, July 8, 1965.

2. The staff public information officer in the pursuit of his duties will have direct access to the fleet, force, or type commander. This relationship with the commander will not relieve the public information officer of his duty to keep the chief of staff and other appropriate officers advised of his official activities.
3. For special large-scale exercises and operations, departure from the normal public information organization may be authorized by the officer in command of the exercise or operation in order to implement public information plans. Such an organization will be considered as a section of the staff of the officer in command. It shall be known as the Command Information Bureau.¹

Duties of the Public Information Officer

The duties of the public information officer are also outlined in the Navy Information Manual. The duties listed are those extracted by the author as appropriate to staff information officers in relation to fleet operations and individual ship programs.

1. The public information officer is responsible directly to the commanding officer for:

(a) The administration of external relations with the public and such other appropriate duties as may be assigned.

(b) Acting as the advisor to and the representative of the commanding officer in matters of public information.

(c) Keeping the commanding officer, executive officer, and department heads advised of current public information trends and potentialities, and of directives concerning the release of information.

¹Navexos P-1035, loc. cit., p. 14.

2. In accomplishing the above responsibilities the public information officer shall:

(a) Prepare information annexes to operation plans and orders.

(b) Assist other Navy and Marine Corps activities within the command in planning and implementing public information programs.

(c) Conduct on-the-job training for personnel assigned to public information duties.

(d) Be alert to possibilities for the improvement of the Navy's public information program within the command and throughout the service.

(e) Prepare and disseminate to the command and to the public, through established command channels, information regarding naval news originating within the command.

(f) Arrange for adequate Navy public information coverage, including official U. S. Navy photographic coverage, and, as available and appropriate, civilian media coverage of newsworthy naval events and activities.

(g) Coordinate and disseminate within the command public information material of general interest originating from official sources.

(h) Consider the appropriateness of national dissemination of news material originating within the command and forward such material through established channels to the Chief of Information for action.

(i) Submit and encourage personnel to submit stories and articles, or outlines for stories and articles, to the Chief of Information for placement in national media.

(j) Assist in preparation and maintenance of an up-to-date history of the command.

(k) Act in an advisory capacity to editors of shop or station newspapers.

(l) Maintain files of press queries, news releases, photographs, biographies of principal officers, ship and station histories and other source material of interest to the public concerning personnel, ships and activities within the command.¹

¹Navexos P-1035, loc. cit., pp. 8-9.

It becomes readily apparent from the above listed duties that staff public information officers have more than enough to keep them occupied. It must also be kept in mind that only those duties which pertained directly to the fleet, and its units in any way, were listed. It must also be recalled that there are officers performing the tasks listed above who have little public information training or background and are not designated specialists by the Bureau of Naval Personnel.

Programs of the Staff Public Information

Officer¹

Programs developed by staff assigned public information officers vary a great deal. Interpretation of duties and responsibilities, emphasis placed on public information by the commander, size of staffs, etc., all combine to cause a wide range and create diverse treatment of information programs. Fleet information programs are also, only a segment of the total information programs required of a staff information officer. Internal relations, community relations, media relations, briefings for employments to the Mediterranean or the Far East, etc., all require time and attention of the staff assigned public information officer. Unforeseen circumstances such as the Dominican Republic crisis have a knack for upsetting carefully laid daily plans.

Within the vast program that is conducted, combined exercises conducted by two or more commands provide some of the most fruitful public

¹Interviews and correspondence with Public Information Officers, both specialists and non-specialists, serving on fleet, force, and type staffs during the period May-July, 1965.

information rewards for the staff public information officers, in addition to enhancing public information activities within the units involved.

Combined Operations and Exercises

Combined operations and exercises conducted by the First and Second Fleets provide excellent opportunities for implementing a public information program which embraces the mission and objectives of Navy Public Information. These operations conducted at various intervals during the year, on both coasts, are large, diversified, and complex exercises. In many respects they offer colorful events such as amphibious landings, frogmen and underwater demolition team operations, hunter-killer operations by anti-submarine forces, shipboard missiles firing at drone targets, etc. These events are newsworthy as well as being extremely interesting to the average civilian observer. Combined operations and exercises present almost the information officers dream, and do an excellent job of telling the Navy story if properly handled.

The most recent massive exercise of this type was Exercise Silver Lance, conducted during February and March, 1965. Conducted on the California Coast, Silver Lance involved eighty thousand navymen and marines, more than eighty ships, and practically every unit in the First Fleet, and was the largest peacetime exercise since World War II.¹

Silver Lance was an exercise that dovetailed to the Navy Information Objectives in many respects. Public information planning for this exercise

¹Public Information Report for Exercise Silver Lance, on file Office of Information, Navy Department, Washington, D. C.

was in formation for two years. A flag officer was designated to command the Command Information Bureau and the Visitors Information Bureau. Public information officers and personnel from all involved staffs were utilized, as well as reserve public information personnel serving on active duty for training. The exercise also served to point out the fact that commands are reluctant to release public information personnel for assignment to the Command Information Bureau, particularly if they were involved directly in the exercise.¹

Results from the exercise in the realm of public information were gratifying. Media coverage was extensive and on a nation-wide scale. Invited guests numbered in the hundreds and included opinion leaders from the civilian community, federal officials, visiting military, and civilian and military technical observers.² Silver Lance provided a definite mission fulfillment, and excellent training in the area of fleet operations public information.

The fleet combined exercises and operations are not conducted however, primarily for public information objectives. Normally fleet operations and exercises are not of the enormous scale of exercise Silver Lance. Numerous smaller scale exercises are conducted each year. These do not receive the attention from the public information viewpoint that is required. Too many times the public information aspects of a relatively small scale exercise or maneuver are overlooked due to other pressing programs. Combined operations and exercises provide the public information officer with an excellent opportunity

¹Ibid., p. 87.

²Ibid., pp. 88-89.

to relate the Navy story to the general public, convincing naval commanders of the value of good public information programs, and for training of collateral duty information officers.

Individual Unit Programs

The programs pursued, developed, and implemented by the staff public information officer in terms of day-to-day operations of the single ship or single unit are widely diversified. Involvement of the staff public information officer with the collateral duty, shipboard information officer, establishes no standard patterns.

Staffs vary in size, mission, type of operations, and this variance is reflected in their public information programs. No fleet, force, or type commander is fortunate enough to have all the ships under his jurisdiction assigned to a port or naval base which also houses his staff. The separation of the individual ships and squadrons places an immediate handicap on the continuity of all programs at the staff level including the public information program. Staff public information personnel also differ in their public information experience. Previously mentioned was the fact that not all officers assigned to staffs are public information specialists. This variance in training, experience and coordination carries over into the entire public information program for individual ships.

Command responsibility for public information is outlined by official directives. Staff public information officers readily admit that without

command interest, the individual ship's programs never amount to anything. In fact, they are some times detrimental due to poor public information practices. Exceptions are the rare instances where a talented and dedicated officer assumes the public information task for enjoyment and self satisfaction.

Assistance by the staff public information officer to the collateral duty information officer is limited. Staff practices reflect considerable breadth in the operating techniques of the various staff information officers.

An active program of visitation to the ships by the public information officer or members of his staff is the exception rather than the rule. A number of factors contribute to this. Separation by ports, operating schedules of the fleet units, and the feeling that the ship's information program is command prerogative all function to prohibit the staff public information officer from being in regular attendance on board ship. Assistance is rendered by these same staff officers when they are specifically requested by the ship or unit.

Unusual events, disasters, incidents, guest cruises, visits by dignitaries and ranking personnel, special cruises and operations, etc., are normally supported by the staff public information personnel. Photographers, journalists, media contacts, assistance with the actual program, news releases, etc., are all provided by the staff personnel. Many outstanding public information events have resulted from close cooperation between ship and staff public information officers. Examples of these include the cruise of the USS NAUTILUS (SSN-571), in 1958; also the sixty-day sustained endurance run submerged by the USS SEA WOLF (SSN-575), 1958, at that time a world record; and the more recent handling of the fresh water cruise of the USS DESOTO COUNTY, a Landing Ship Tank, which

completed a 14,000 mile journey through the St. Lawrence Seaway and the Great Lakes chain. The splendid cooperation between the ship and the force public information personnel resulted in a successful cruise and a personal commendation for the ship from the force commander and also the fleet commander. As a further result of that single operation, it will be repeated at periodic intervals by other vessels.¹

A supporting function that is universal among the staff public information officers is the publishing of a house organ in one form or another. Size, format, composition, and the publication interval, all vary. The publications are utilized: (1) to transmit information to the units, concerning the force or type command; (2) to improve the general performance of the entire command by publishing general errors, new regulations, and the desires of the type or force commander concerning specific programs and policies. The publications are considered as prime vehicles for relaying information to the fleet units.²

A secondary benefit of these publications is to generate the individual ships interest in striving to place news of their unit in the force or type publication. Keen competition has developed within some commands.

Recently one command has increased the budget for the force publication, a weekly, by 50%, raising the annual budget to \$19,000³. The increase

¹Interview with a Force Public Information Officer, July 8, 1965.

²Ibid.

³Funds for newspapers are received from Welfare and Recreation Funds. Welfare and Recreation's entire monetary support is provided by profits obtained from the sale of goods by the Navy Exchange.

was sought by the staff public information officer in order to utilize a greater amount of copy submitted by the individual ships and to improve the layout and composition of the newspaper. The force commander considers the newspaper an excellent medium for encouraging retention and re-enlistment.

The Office of Information and the Secretary of the Navy promulgate annual objectives for the public information program to the Naval establishment. Further aids, specific program instructions, and notices are distributed as the need is determined. If these objectives and instructions were placed into a definite, well organized public information program for use by fleet units, the overall results would be greatly increased. Lack of support and contact with fleet units acts as a deterrent.

Regardless of the fact that the staff public information officer and his staff offer limited support to the everyday public information activities of the individual ships, some ships maintain a fine public information program. These programs are normally based on adept organization and skill by the commanding officer and the collateral duty public information officer.

CHAPTER IV

COLLATERAL DUTY PUBLIC INFORMATION OFFICERS

Public information is a command responsibility, as are Operations, Weapons, Navigation, etc. The Commanding Officer of a naval vessel assumes final responsibility for the complex which is his command. The backbone of the public information program, provided command interest is present, becomes the officer assigned as collateral duty public information officer. This officer in all cases is a non-specialist.

Assignment

Many commanding and executive officers look upon public information as a "catch-all" duty. The tendency is to measure the success of the public information program by the absence of any "gigs". (Lack of any adverse comments or bad publicity concerning the unit in the mass media). The public information task is usually assigned to a junior officer who, in addition to learning his way about the ship, has many other collateral duties. About the time this young officer has both feet firmly on deck and is in a position to possibly produce, the duty is rotated to another junior officer with less time on board. Such organization and attitude would not bring success in any other field of endeavor, and there is no reason to believe that it will produce a sound and constructive information program.

A sound public information program begins with sound judgment prevailing when assigning the duty of public information officer. A commanding officer, when assigning duties as Navigator, Operations Officer, Chief Engineer, to an officer, gives long and careful consideration to aptitude, training, experience, and many other factors. Selection of the officer to assume the duties of public information is too often not given these considerations. On some ships the assignment is not even given command interest. Speaking on the consideration which should be afforded this selection Rear Admiral Binford stated:

You must do more than fill the spot with a warm body. The Public Information Officer is an officer with whom you are entrusting your reputation, that of your command and the Navy. Consequently, he should be an officer in whom you have confidence, you can respect, and, who is interested in and adaptable to the work.¹

The previous statement was issued in 1953. The statement unfortunately, is current in today's Navy.

The public information task is a collateral duty. Therefore, in our modern fleet and ships it cannot, and will not, receive the attention that is normally devoted by the officer to his primary assignment. Accordingly, what precious time is devoted to public information must be well organized.

All line officers at the command and executive level are cognizant of the indoctrination, training, patience, and schooling required in qualifying a junior officer for shipboard duty. Imposing the demanding duty of public information upon a junior

¹Rear Admiral Thomas H. Binford, USN, "Press Relations," (Paper read at the Naval War College, Newport, Rhode Island, February 12, 1953), p. 5.

officer, still an apprentice in basic seamanship, etc., results normally in a public information program for the ship which is (1) non-existent; (2) floundering and inept; or (3) harmful to the command.

At the other end of the shipboard organization is the executive officer. There are personnel who advocate assigning the public information task to him. The reasoning behind this recommendation is that the executive officer has direct access to the commanding officer, he is briefed and conversant with the operations of the ship, and he is familiar with the naval complex. To assign to the executive officer the duty as information officer is not the recommendation of the author.¹

Assignment of public information duties within the shipboard officer structure requires careful consideration. Aptitude and interest are important characteristics for the assignment. Naval experience, organizational ability, and general awareness of the critical importance of public information to the command are also prerequisites. Careful command consideration must be given to the assignment of a public information officer for the command. This command consideration alone will bolster the program of public information for the individual ship because the public information officer knows that the commanding officer expects results and supports his efforts.

Training

Training is a navy-wide problem. Training in public information and related activities among collateral duty public information officers is practically non-existent. Schooling, whether it be in navigation or public information, requires time and funds.

¹Chapter VI of this thesis deals with the authors recommendations.

The operating ships of the fleets have little of either.

Operational training, by right, takes precedence in the training spectrum.

Training in fleet schools removes the individual from the command and results in his normal watches, duties, and other responsibilities being performed by someone else. Thus, the training available to a collateral duty public information officer is of two types -- on-the-job, and a correspondence course administered by the Navy Correspondence Course Center. Both are excellent. At the present time the initiative for learning in the public information field rests at the command level. There are no required correspondence courses, nor is there ashore schooling for the assumption of duties as public information officer aboard ship.¹

Programs

The Office of Information is fully aware of the collateral duty nature of the public information assignment aboard ship. The office is also acquainted with the limited time the collateral duty officer may spare from his primary assignment.

Development of four basic programs, designed for ease of implementation have been devised. The programs divide into two categories and meet the minimum requirements of serving two publics, if adequately programmed. These programs are: (1) Visit Ship Program, and, (2) The Secretary of the Navy Guest Cruise Program; these two programs serving the external public. The third program is the (3) Family Gram Program and, (4) the Fleet Home Town News Center. The latter two are oriented towards both the internal and external publics. All four programs offer the individual

¹A recommended basic reading list for officers assigned to collateral duty, ship-board public information billets, is enclosed as Appendix A.

ship, generous dividends in public information, relative to small investment of time and effort.

Ship visits are scheduled by the fleet, force or type commander, although in some instances the ships request specific port visits themselves. Large Navy ports, such as Norfolk, Virginia, have one or more ships open on a daily basis. Other ships are scheduled into coastal ports that would not normally be visited by a Navy ship in the course of routine operations.

The American public has always been interested in the ships of the Navy. And, it is not so much the interest of a taxpayer who wants to see how his money is being spent as it is the natural curiosity of a human being too often caught up in the narrow confines of dull routine who yearns to participate, however vicariously, in a life that is something more than humdrum.¹

The type of ship is not important. As previously mentioned the Landing Ship Tank DESOTO COUNTY, touring the Great Lakes, received 426,000 visitors in sixty-one days. (About 700 visitors an hour). Obviously, getting the public to come down to the ship for a visit, is no problem. To keep their interest, once they are on board, or waiting to board, and to increase their understanding of the Navy as a result of the visit, require the cooperation of the crew and the public information officer. People do visit in great numbers. The difference between the average and the excellent Visit Ship Program requires a little more of command attention.²

The Secretary of the Navy Guest Cruise Program has also proved very successful. Civilian "opinion leaders" and "key influentials" from various communities

¹Department of the Navy, Direction Magazine, (January, 1965), p. 10.

²Recommendation concerning Ship Visits on pp. Chapter V.

are invited to spend a period of time aboard navy vessels to observe the operations at first hand. Nominations are submitted to the Office of Information from the various staffs and shore based commands throughout the country. Invitations are then issued by the Secretary of the Navy to the personnel nominated. Ships to receive and transport the Navy guests are designated by the fleet, force, or type commanders. At this juncture in the program the individual ship has invested little time or effort.

The activity that is afforded the guests, once aboard, is strictly up to the command and the ingenuity displayed by the public information officer. The guests are on board to observe daily operations. What is routine to the Navyman on the bridge of a destroyer, the flight deck of a carrier, or the forward fueling station of a fleet oiler, is certainly by no means routine to the civilian guest. It is exciting, it is memorable, and it is related, time and time again when the individual has returned to shore and to his civilian occupation. The program has been well accepted, both by the civilian community and shipboard personnel. Guest cruises have proved to be a key public information innovation that effectively reaches "opinion leaders" with civilian communities. The cruises take place during normal operations, again providing maximum gain to the information effort.

The Family Gram Program maintains an open door for ingenuity. The usual Family Gram is nothing more than a mimeographed personal letter from the commanding officer. The letter tells, in very informal language, about the ship. It includes basic information about such subjects as past and projected operations and interesting accomplishments of the ship and individual crew members. The letter is mailed to the family and relatives of the individual crew members by the command. Additional copies

are distributed to the crew to mail to other friends and acquaintances. Response to this program is instantaneous. One ship reported sending 250 copies of the FAMILY-GRAM and receiving approximately 200 replies.¹ Ideally, the Family Gram is mailed once a month, regardless of operations. Utilization of this program is sporadic throughout the fleet.²

The final major program, designed for ease of implementation is the Fleet Home Town News Center. The Center, located at Great Lakes, Illinois, processes some 3,000,000 news releases annually on service personnel.³ Some of the news items concern unusual events, but the majority of them merely reflect the normal day-to-day operations of the individual ships and units of the fleet. Each ship is required to maintain an up to date roster of all personnel attached to the ship on file with the News Center. If this is prepared, and up-dated regularly, the ship need only prepare a master story concerning operations and file it with a covering letter to the News Center approximately two weeks prior to the intended operations or event. The story is then released by the News Center to the home town newspapers of everyone within the command. Pictures are released if they are included with the master news story.

The local newspapers do not get the story unless someone sends it to them. The someone in this case is the Fleet Home Town News Center. The Center however cannot forward news that it doesn't possess. Again, the efforts of the individual command and

¹Department of the Navy, Office of Information, CHINFO Newsletter, (March, 1962), p. 2.

²Recommendation concerning the FAMILY GRAM Program contained on p. Chapter VI.

³Department of the Navy, Office of Information, Direction Magazine, (April, 1965), p. 4.

the collateral duty public information officer are all important. The program is not time consuming, but it requires organization.

These four basic public information programs, if utilized and adhered to by the individual commands, provide a solid foundation for a shipboard program. The individual ship has little control over the Ship Visit and Guest Cruise. These programs are scheduled by senior authority. The Family Gram and the Fleet Home Town News Center programs are highly successful when implemented.

What are the means by which a greater percentage of implementation on the part of the individual ships may be obtained?

CHAPTER V

RECOMMENDED INDIVIDUAL SHIP PUBLIC INFORMATION PROGRAM

There is no absolute answer to more adequate implementation. In almost every endeavor, whether large or small, success is directly related to the amount of preparation. Public information programs are a multitude of little things and a few big things, all requiring some amount of preparation. Lack of a specific program into which to fit the big and little things was a major observation of the author and staff public information officers. As stated by one staff information officer: "I then suggest that the key to successful public information within the individual ships would be the establishment of a specific public information program with specific and tangible objectives -- a realistic and fairly immediate means to such ends."¹

The following pages represent the author's recommended public information program for an individual ship during periods of U. S. Fleet Operations. The program is based on the basic elements of public information programming, which are: (1) establish objectives; (2) determine publics; (3) plan program; (4) implement program; (5) evaluate results; (6) change the program as necessary.²

A. OBJECTIVES:

I. The first step is to produce a clearly written, clearly

¹Letter from a staff public information officer, June 23, 1965.

²Public Relations Planning Cycle, (Hills-O-Gram), developed by C. L. Hills, Associate Professor of Public Relations, School of Public Communication, Boston Univ.

understood statement of public information objectives. What is the message we want to convey, what are we trying to accomplish, and, what image do we hope to build?

Discussion: Normally this is not a simple assignment. For the individual Navy ship it is. The Office of Information promulgates annually, under Secretary of the Navy Notice, the annual objectives of the Navy Public Information Program in support of the basic objectives as outlined in the Public Information Manual.

II. The objectives then become:

- (1) To say why we need a Navy
 - (2) To say why seapower is vital to our national interests
 - (3) To say where our individual ship fits into the overall picture
- - and to say these objectives to all the publics of the ship, within the policies of the Navy Department.

B. PUBLICS:

- I. For purposes of U. S. Fleet Operations a ship need only consider three publics:
 - (1) The general public
 - (2) Individuals with direct Navy contact
 - (3) Personnel in the Navy

C. PLAN THE PROGRAM:

Discussion: The program will vary slightly for each ship

depending on its size, resources (photo lab, print shop, etc.), its mission and the nature of operations. The basic program facilities however, are available to all ships.

I. Publics to be reached/Media to be utilized

| <u>Publics</u> | <u>Media</u> |
|--------------------------|--------------------------------------------|
| A. General public | Daily/Sunday newspapers |
| | Sunday supplements |
| | Radio(News -Feature) |
| | TV (News - Feature) |
| | Fleet Home Town News |
| | Visit Ship Program |
| B. Youth Groups | Mass media above |
| (Boy Scouts, etc.) | Orientation visits |
| | Special tours |
| C. Influentials | Special tours |
| (Key citizens) | Luncheon/Dinner visits |
| | Secretary of the Navy Guest |
| | Cruises |
| D. Organizations | Mass media above |
| (Lions, Kiwanis, etc.) | Exclusive ship visits |
| | Luncheons |
| | Speakers from the ship |
| E. Media representatives | Special tours |
| | Letters |
| | Luncheons |
| | Visit by ships public information officer. |

- | | |
|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------|
| F. Ship's crew | Plan-of-the-Day notes FamilyGrams Fleet Home Town News Radio (News-Feature) TV (News-Feature) Common interest exchange program |
| G. Families/dependents | FamilyGrams Family cruises Letter to next of kin when reporting aboard Special events |

D. IMPLEMENT THE PROGRAM:

I. News releases:

- A. General release to the Fleet Home Town News Center on special operations, unusual events, advancement in rate, employments, awards, etc. The ship should have at least one planned release to the News Center per month.
- B. General release to the local homeport media only if the individual involved is a resident or the program affects the local community. The standard re-enlistment or change of command is not of interest to media located in heavily populated Navy areas.
- C. Feature release to local newspapers, radio and TV as occurring. Every ship has the one unusual hobby,

unique background, most interesting character, etc.

A serious effort will produce a minimum of two good features per year.

II. VisitShip Programs:

- A. Planning: Request ship visits in your homeport and in other ports of call at least once per quarter. Then plan for them. Insure that you publicize the ship visit through the local media. People will visit even in areas where the Navy has been established for years. Plan to send the visitors home with a firm grasp of where the ship fits into the overall Seapower pattern and a better appreciation of the role of the modern Navy of which the ship is a part.
- B. Interest: Visitors will be interested in many areas of the ship. Include spaces such as the galley/ messdecks area so visitors can see where and how the ship bakes bread, makes ice cream, prepares from 300 or 400 meals per day.

Mothers will want to see where the crew sleep; fathers, where they work. Youngsters are fascinated by the chart house and the pilot house(a chance to steer the ship). Open the ship as much as is practicable within security regulations. If a space cannot be opened for visiting, look for an alternative of equal interest.

- C. Activity: Include the visitors actively in some

evolutions. Make the 21 MC and other sound-powered circuits available for them. Post a harbor chart, place a pelorus and bearing circle at their disposal and let them check the ships position. Activate the visitors with equipment that is peculiar to your ship.

- D. Exhibits: Special displays are a must. Ships can develop many of their own and procure others from local and district information offices. Exhibits should be positioned on the pier, the quarterdeck area, and other out of the way areas and spaces throughout the ship. Keep them out of the normal flow of traffic. Examples of exhibits are endless: post a chart showing where in the world the ship has been, inflate a life raft and display the equipment therein, utilize the repair lockers. Displays and exhibits create interest, dispel any waiting periods that might occur, and require little explanation.
- E. Handouts: Every Navy ship has a "Welcome Aboard" Pamphlet. Insure that they are correct in detail concerning the ship and the commanding officer. Hand them out freely in the area of the quarterdeck. If a line develops waiting to come aboard, insure the literature is handed out on the pier.
- F. Traffic patterns: Pedestrian and vehicle traffic patterns are essential. Insure that parking is available and adequate. Arrange a definite route for the visitors

to take (dry run the route, remembering the female visitors). Mark the route well and also mark the areas where no visitors are allowed.

- G. Personnel: People are the key. Face-to-face contact provides the lasting impression. Designate the crew members and officers carefully. Retain adequate guides and officer personnel to answer questions, provide assistance, etc. The individual Navyman is all important to the visit ship program, as he is to every other program. An instant smile can win a friend for the ship and the Navy.
- H. Health/Comfort: Provide plainly designated first aid stations. Clearly mark the visitors heads and insure that all guides know which ones are designated. Place a number of chairs in out of the way areas for people who become tired.¹

III. Orientation Visits:

- A. General: The ship should plan to conduct some type of Orientation visit for a special youth group at least once per month. An orientation visit for a youth group such as the Boy Scouts, school classes, orphanages, etc., may be programmed after the plan for ships visits on a smaller scale. As these groups are small

¹Department of the Navy, Office of Information, Direction Magazine, (January, 1965), pp. 10-12.

and controlled groups they offer the ship the opportunity to increase individual attention and contact. Greater program ideas may also be developed with these controlled groups.

- B. Special programs: Special programs and tours may be used to advantage with these groups. Access to spaces that are not normally open to visiting may be accomplished due to the number within the group. The group may be fed on the messdecks, shown a movie or slides concerning shipboard life, or exposed to any other special program the ship has devised.

IV. Luncheon/Dinner Visits: (Key citizens)

- A. General: Influentials exist at every level of American society. Thus, in programming special luncheon and dinner guests to be invited to dine on board do not stop at the mayor, the President of the Chamber of Commerce, and the Presidents of the various civic leagues. Look beyond to influentials at other levels. The educators, union executives, mail carriers, cab drivers etc., are all opinion leaders within their social and working sphere.
- B. Program: Invitations should be extended to a number of these influential citizens at least an average of twice a month. A short tour of the ship, with special emphasis placed on any area that the visitor expresses a desire to visit, followed by lunch or dinner in the wardroom

or on the messdecks, will create a lasting impression.

Wallet size cards or certificates, which can be carried or displayed also should be given to the guests.

V. Speakers from the ship: (exchange program)

- A. General: An exchange speakers program with a local service or civic organization offers the commanding officer, and others a chance to tell the story of the ship and the Navy.
- B. Speakers: Outside speakers should be invited to address the wardroom and the crew at least once per month.
- C. Programs: Officers and enlisted should be scheduled and encouraged to speak within the local community. Who can better explain the Navy system of communications to a local organization than the Communications Officer and his leading Radioman. The same can be duplicated everywhere aboard ship. It does not have to be the commanding officer doing all the speaking.

Exchange speakers should likewise be obtained from all the service clubs, organizations, and businesses in the area. Educators, bankers explaining financing, safety officials explaining local ordinances, all have a vital contribution to make to the officers and crew of any ship.

VI. Visits to media representatives:

- A. General: These visits made by the Public Information

Officer of the ship will not, nor should they follow any set pattern. The public information officer should visit the local media representatives when he first assumes the duty, introduce himself, and make the association known between himself and the ship. Other visits are as deemed necessary.

- B. Special tips: Do not call on the city editor or the military editor thirty minutes before his deadline and expect him to discuss any programs or releases with you. Stop by again in about a week or often enough to become well acquainted with the personnel. (If your ship ever has an unpleasant situation, you will find the public information officer dealing directly with an acquaintance.)
- C. Special programs: Always include the media representatives on the invitation lists to any special programs conducted by the ship. Don't hesitate to drop the media representative a letter concerning future programs if a visit is not possible.

VII. Common interest exchange program:

- A. General: This program offers an excellent medium for public understanding of the Navy as well as a source of training for shipboard personnel. Frequency is unlimited and at the discretion of the command.
- B. Method: The public information officer institutes inquiries to all the local firms, businesses, trades,

etc., that perform services similar to those executed aboard ship. Barbers, laundry men, bakers, cooks, etc. all may be exchanged with local shops, bakeries, restaurants, etc. The "gimmick" is apparent, but the program normally will meet with great success.¹ The local personnel have a "Day in the Navy" and the Navyman gets a good view of his particular rate and his civilian counterpart.

VIII. Family cruises:

- A. General: Family cruises or dependents cruises have been a regular program of most ships. Too often, however, a decided lack of planning is obvious when it comes to events concerning the Navy's own people.
- B. Program: The average ship conducts the family cruise once in a normal employment cycle. This is considered adequate. Planning is the key to a successful family cruise, just as it is for any other sound public information program.
- C. Activity: Plan the activity for the family cruise on the same scale as for visit ship and special tours. The families of ship's personnel are interested, more than the average citizen, in the working, living, and recreation areas aboard the ship. Activate the special

¹Interview with a public information specialist, Office of Information, Navy Department, Internal Relations Division, Washington, D. C., May 26, 1965.

displays and participation exhibits. Plan a regular dialogue on the 1MC to explain the events as they take place. (Don't take for granted the fact that the wives and friends know everything there is to know.)

- D. Cooperating commands: Enlist the support of the division or squadron commander to consolidate the family cruise with those of other type ships. Plan a submarine exercise for alongside, a fleet oiler that will pass one hose, a carrier if feasible, to launch aircraft, and in other ways duplicate the normal operations of your type ship.
- E. Health/Comfort: Activate the necessary number of aid stations for your families and dependents. Navy families are not accustomed to rolling about the open sea.
- F. Handouts: Utilize the normal literature or the cards and certificates designating the families as honorary crew members.

XI. Special Events:

- A. General: Special events require the imagination of the entire command. The unusual in the field of public information is not something that can be scheduled.
- B. Programs: There are many types of special events. They can be utilized to reach almost any public successfully.

To reach the general public never pass up the chance to have a beauty queen on board for dinner, to meet the crew, and pose for some excellent photographs. Perhaps a local sports hero would be willing to visit the ship and furnish the ship's team with a few pointers.

One ship invited the family of the individual after whom the ship was named to visit from Ohio. Transportation, lodging, tours of the local area, meals aboard ship, special ceremonies, etc. all combined to make this one of the most memorable programs in this ship's entire public information program. It also generated quite a bit of news and feature material for the media.¹ There are many unique ideas. This is where the public information officer and the command can add the "special touch" to their overall information program.

X. Program assistance:

- A. General: The basic program outlined will require that the public information officer seek outside assistance from time-to-time. A multitude of opportunities for assistance exist for the individual ship.
- B. Fleet, force, and type commander staffs: The public

¹Interview with the commanding officer and collateral duty public information officer, June 18, 1965.

information staff of the Unit's commander has available a great amount of technical assistance. Journalists, photographers, slide presentations, movies, exhibits, media contacts, etc., all may be obtained through the staffs.

- C. Naval District Staffs: The same material is available through contact with the local district staff. District staffs may also aid the ship in contacting local media and in placing the services of a Naval Reserve Public Relations Company at the disposal of the ship.
- D. Naval Reserve Public Relations Companies:¹ There are 38 reserve units; they are located in practically every major coastal city and in many land-locked areas. They constitute a ready pool of public information talent. These personnel, who are actively engaged in the occupation of public relations, journalism, advertising, radio and TV, film, and other occupations, are in a position to offer assistance worth a great amount. The average reserve company is requesting assignments from the Office of Information. Contact with these companies is made through the district information offices.

¹Department of the Navy, Office of Information, Direction Magazine, (May, 1965), p. 2.

- E. Local media: Local radio and TV outlets will do an excellent job of telling the unit's story if the information is properly presented to them. One big advantage of the networks is the fact that they like to do their own writing, reporting, and photography. This alleviates many problems for the collateral duty information officer.
- F. Speakers bureau: A Navy Department Speakers Bureau was formed in the Spring of 1965, and assistance may be requested through the Office of Information.
- G. Large commands: Fleet ships such as aircraft carriers, cruisers, repair and tender vessels may offer the collateral duty information officer assistance. The areas of printing, photography, etc., are profitable areas for assistance by these ships.
- H. Educational institutions: Too often the local colleges and universities are ignored as a source of expert information and assistance. All local educational institutions should be checked for information pertaining to the media, public relations, and advertising.

E. EVALUATE THE RESULTS:

- I. General: It will be very difficult for the individual ship or unit command to properly evaluate and assess the far reaching results and progress of its program. Each program will necessarily have to be evaluated in terms of media reaction and numbers of visitors or participants, as well as their comments and those of the crew. Evaluation of programs such as the FamilyGram will be evident from the ship's and the commanding officer's mail.
- II. Final evaluation: The Office of Information and fleet, force, and type commanders will be the final judges of a program's effectiveness to the overall objectives of the Navy

Public Information mission. Decisions affecting the overall mission will be reflected upon promulgation of the revised information directives.

III. Shipboard evaluation assistance: The single ship can aid its own program and the evaluation of the force or type commander by maintaining basic files and a public information log.¹ Files recommended are:

- (a) Installation file: Contains all material concerning the command, i. e., ship's history, biography of the commanding officer and unit commander and pictures of the ship and the above individuals.
- (b) Fleet Home Town News file: Contains an up to date roster of the crew and officers.
- (c) Media file: Contains a list of all local media, including publications of business firms, social and civic organizations.
- (d) Community file: This file is subdivided into organizations, youth, civic, veterans, Navy League, etc.
- (e) Forces and services file: Contains facts and statistical data on the Navy Department, District staff, and the force or type command to which the unit is attached.

¹Department of the Navy, Commander Service Force Pacific Fleet Notice 1560, (February, 1965) , p. 19.

- (f) Projects file: In this file a sub-divider for every public information program the ship utilizes should be provided.
- (g) Correspondence file: Contains copies of all correspondence originated and received concerning the public information program.
- (h) Clipping file: Contains clippings from local, national, and naval publications concerning the ship. Included should be copies of all releases issued by the command.
- (i) Photographic file: Contains a copy of each photo taken or received by the command. Each picture should be numbered and identified.
- (j) Idea file: This file contains notes and ideas that may be used eventually for public information programs or releases.
- (k) Public Information Log: This log is a written chronological summary of each program. It tells what was done, when, by what means, agencies that were utilized for assistance, and most important, an evaluative summary of the program, including number of visitors or participants, reactions, letters to the command, etc. This log will prove a valuable aid to the command for evaluation purposes.

F. CHANGE THE PROGRAM:

Discussion: Upon receipt of the objectives of the public information program for the coming year, the commanding officer, executive officer, and public information officer should schedule a conference with the staff information officer. The program for the past year should be discussed in relation to the new objectives. Revisions should be instituted as necessary to tailor the public information program to the current objectives.

The cyclical nature of the program cannot be overemphasized. When a continuing program is executed in relation to specific objectives, implementation becomes clear and concise. Planning adopts the program to a format which becomes clarified and relatively simple. A continuing program, highlighted by ease of implementation, is certainly the requirement of every Navy ship. The benefits to be derived by a ship which is constantly on the move and experiencing personnel turnover, are obvious. The cyclical orientation of the proposed program adds greatly to the programs effectiveness.

The basic public information program outlined on the last few pages is not all inclusive. It may be altered, revised, and changed to meet the specific needs of a command. It may be added to and deleted from. It is, however, the strong belief of the author that if the individual ships would adopt the recommended program or a very similar program and execute it with dilligence and foresight, the tenor of fleet operations' public information would greatly improve.

CHAPTER VI

RECOMMENDATIONS

During the course of research and study, and from personal experience, various areas were exposed in the public information program which would benefit from increased attention. Statements and letters from professional and non-professional public information officers differed at times between, needs, wants, and programs.

A staff public information officer stated, concerning the program of public information among individual ships, "The overall program of public information is the lacking concept, along with a guidance format."¹ A fleet operation order, public information annex, contains the following: "Disseminate appropriate public information guidance to fleet units when required."² The guidance may be summed up in the majority of cases in the remark of a collateral duty public information officer: "I have no program or assistance as such. We just do what we think is right."³ Another collateral duty information officer states: "I have never seen a public information specialist aboard the ship."⁴ A staff public information officer replied in a letter: "The smaller and less glamorous ships are the have-nots. As a rule they don't have the experience and must rely on the type commanders for assistance and guidance."⁵ And so it goes.

¹Letter from a staff public information officer, June 23, 1956.

²Fleet Operation Order 201¹²65.

³Interview with a collateral duty, individual ship, public information officer, 11 June 1965.

⁴Interview with a collateral duty, individual ship, public information officer, June 14, 1965.

⁵Letter from a staff public information officer, July 13, 1965.

There was no middle of the road in relation to public information programs of the fleet units. A certain percentage of the ships maintain an excellent public information program without staff or professional assistance. A larger percentage of ships, unfortunately, exhibit little or no program.¹

The programs of public information officers of staffs and individual units, differ and vary due to a lack of communications. The author encountered many requests to "know what the other guy was doing," and in many instances the "other guy" was the innovator of some excellent programs. These innovations were not communicated to the remainder of the personnel who have a need to know.

Included among the many comments and recommendations received via interviews and correspondence were items concerning overall planning, training, current programs, public information officer assignments, staff liaison with individual ships, media contacts, and command and staff relationships enjoyed by public information officers.

Add these problems to those previously discussed and the basis for recommendations is established. Included within this chapter are recommendations which the author believes will enhance the overall public information efforts and results of U. S. Fleet Operations. The recommendations are advanced within the framework that currently exists within the fleet today, i.e., budgetary limitations, scarcity of training periods, lack of enough qualified public information specialists, and the natural emphasis on operational requirements. The recommendations are sub-divided into four sections.

¹Interviews with collateral duty public information officers, May-July, 1965.

General

Staff Public Information Officers

Command Interest

Collateral Duty Public Information Officers

General

Comment

There is a lack of planning among the fleet units in regard to the information objectives outlined by the Navy Department, with a consequent lack of application of specific objectives by the individual ships of the fleet.

Recommendation

The Office of Information should formulate a standard public information program for each type command, on an annual basis. The information plan would be based on current objectives, and would include the basic program, methods for planning, implementation, and evaluation.

Discussion

The lack of standardization among the various ships of the operating forces in regards to public information is a detriment to the overall fleet program. Granted, each type command will differ in the approach to the objectives, as it should. The various type commands are just that, different types of vessels, performing differing tasks and assignments.

The Office of Information promulgates the objectives of the Navy information program on an annual basis and receives reports on the intended implementation from

all ships and stations. Early release of objectives and early return of implementing plans and programs would permit the Office of Information to coordinate with the fleet, type, and force commanders and to promulgate a basic standard information plan to each command. This plan would be basic in nature and in no way deprive the individual ships of their imaginative ability in formulating their own program. It would serve as a basic guide only, but provide the foundation for a united program.

Comment

The large combined exercises such as Silver Lance represent a wealth of public information training. The specialist public information officer is not the only one who can benefit. Collateral duty information officers of individual ships could gain an extremely valuable insight into the total complex of public information and media relations.

Recommendation

Combined exercises must be utilized by fleet, type, or force commanders for training purposes. A representative number of collateral duty public information officers from ships involved in the exercise should be assigned to the Command Information Board.

Discussion

Shipboard collateral duty public information officers that were afforded the opportunity to serve on the staff of a Command Information or Visitors Information Bureau would receive valuable public information training. This training would not only provide them with a larger basis for their respective programs, but would give them an inside look at the problems and programs of the staff information officer.

Comment

The success of the Family Gram Program for the past several years has been excellent, when utilized continuously by a ship. A large percentage of ships are still not participating.¹

Recommendation

The Office of Information in conjunction with fleet, force, and type commanders, must require participation in the Family Gram Program. Copies would be submitted to type or force commanders on a monthly basis.

Discussion

The Family Gram is the primary contact with the navyman's family and relatives. It would be impossible to measure the influence exerted by these family groups. Few people fail to realize the tremendous power of the family circle, particularly wives and mothers. Indeed, it is the rare naval officer who has not heard the phrase "I would stay in the Navy, but my wife is against it."

The families of active duty personnel must be considered a special public, and be given special consideration. This is especially true when viewed in terms of reenlistment and retention.

The Family Gram Program has proven to be an excellent information weapon. It is time to require its use.

¹Interviews and correspondence with public information officers, serving on fleet, force, and type staffs, during the period May-July, 1965.

Staff Public Information Officers

Comment

The officers assigned primary billets as staff public information officers of the various force and type commands are not all specialists in the field of public information.

Recommendation

The Office of Information work closely with the various force and type commands and the Bureau of Naval Personnel, in order to assign an officer qualified as a public information specialist to these commands, on an alternating basis.

Discussion

The author is well aware of the critical shortage of qualified public information specialists on active duty at the present time. There are staffs, however, that maintain two specialists. (First Naval District in Boston is an example). Although officers assigned to type and force public information billets are not specialists, in many cases the immediate commander feels that he receives an adequate or above standard public information program from these personnel. This is undoubtedly true. In the long run however, the staff commander and the ships under his command will benefit from the services of an officer trained in public information.

In view of the extreme shortage of professional public information officers, a plan of assignments could be developed which would provide an information specialist to the staff, on an alternating basis. This assignment technique would benefit the overall program of Navy Information by: (1) Providing the force or type command with a

professional viewpoint and orientation, and continuing program of public information for his staff and units under his command. (2) Provide greater training to the officer normally to be assigned to the type or force staff. Assigning him to an assistant public information billet at the district or other shore based command, where the public information functions are performed by a public information specialist, would provide him the opportunity to train and learn under the watchful eye of the qualified officer. Benefits to both the fleet units and the shore institution would develop.

Comment

One of the most common complaints of the collateral duty public information officer aboard ship is, "I never see a public information specialist."

Recommendation

The force or type public information officer or a senior petty officer from his office visit the ships under the command at least once a quarter, when operations permit. When distance or operations prevent these visits, they should be assumed by the public information officer nearest to the unit.

Discussion

This program would place a public information officer or senior petty officer aboard the ship a minimum of four times a year. The benefits are apparent. The ship's information program could be discussed, staff interest would be evident, etc.

Comment

Training for the collateral duty shipboard public information officer is at a minimum or non-existent. Budget, operations, and time, all are limited in regard to this training.

Recommendation

The type or force public information officer sponsor quarterly one day Public Information Seminars, which would be required for all public information officers of ships in port. Further, that a personal invitation be extended to the commanding officers present, by the type or force commander. For ships located in ports other than where the type or force commander is located, the function would be assumed by the Naval District Public Information Officer or other shore based information officers.

Discussion

A very successful seminar may be conducted in one day, with careful planning. Utilization of local media representatives, local public relations and advertising personnel, local educators, and any other professional assistance is normally available if contacted properly. Great value is to be gained from this type of seminar by the collateral duty information officer. Cost is negligible, time involves planning and one working day, which can normally be afforded. Subjects could vary with each seminar in order to cover all the media and such areas of expertise as photography, public speaking, news writing, VIP arrangements, etc.

Comment

The periodic shipyard overhaul which is necessary for all ships is a period that is lacking in public information efforts.

Recommendation

A definite plan be formulated by force, type, and district public information officers for use by ships entering shipyards for overhaul, FRAM Program, or any other lengthy period.

Discussion

The average taxpayer has little idea of what actually takes place in a shipyard overhaul, much less an idea of the cost of overhaul to fleet units. Many facets of the shipyard should be exploited for the purpose of public information. Ships are halved, and rebuilt, stripped and refurbished, and renovated from the keel up. This period also is available to the public information officers for direct participation in community relations projects, which would not normally be possible due to the operating schedule. The shipyard overhaul period presents an area for careful consideration in regards to public information efforts.

Comment

There is no consistency in the treatment of staff public information officers in regards to their attendance at the staff conferences and the unit commander's meetings with the staff commander.

Recommendation

The Chief of Information originate correspondence to all force and type commanders regarding this problem, with a request or recommendation that the public information officer be present at all staff briefings and meetings.

Discussion

Every aspect of the operations of a type or force staff has public information connotations. If the public information officer is present at all staff meetings he can act in an advisory capacity, as he should, not only to the staff commander concerning his programs, but to the unit commanders in regards to planned projects of their units.

Further gains would be experienced from this practice as it would give credence to the public information function in the estimation of the senior staff members and unit commanders.

Command Interest

Comment

The greatest single factor affecting the public information programs of individual ships is the interest displayed by the commanding officer. Attention and interest at the command and staff level is vital to the degree of success and perpetration of any program.

Recommendation

Type and force commands should be required to submit, via the chain of command, a summary of public information programs conducted by commands under their authority. The report would be made on a quarterly basis.

Discussion

The annual objectives of the Navy-wide information program originate in the Office of Information. A recent Notice published by the Secretary of the Navy requires development and submission of plans and programs by all ships to support and further the published objectives.¹ This is a step in the right direction.

"Too much paper work is in existence in the Navy today," will be the critic's reply to more reports. Current reports in the public information field, require

¹Department of the Navy, Secretary of the Navy, Notice 5720, April 10, 1965.

submission of a ships history, biography of the commanding officer, unit commanders, and flag officers, plus pictures of the individuals and of the ship. These are submitted annually or whenever a change takes place. Also required are copies of media releases and a list of media to which they were sent. This is the extent of the paperwork required in public information. Reports, although disliked, have a distinct method of placing things in perspective as far as attention. Reports to the Chief of Information, generated at the individual unit level would require review and attention at all levels of the chain of command. Further, these reports would aid the Office of Information in evaluating the overall Navy Public Information Program.

Comment

A need exists for public information to be emphasized at the command and executive level of shipboard organization.

Recommendation

Public information briefings be conducted by fleet, force, and type command information officers, as appropriate, for prospective commanding officers, executive officers, unit commanders, and senior staff officers, and that these briefings be required by staff regulations. The briefing be followed-up within thirty days, where operations and distance permit, in the case of commanding officers, and unit commanders by a personal visit of the staff public information officer.

Discussion

Briefings which are directed by the staff commander would serve to place the emphasis on public information immediately. These briefings further facilitate the

orientation of the commanding and executive officers, who will be the opinion leaders within their respective commands, to the vital role of public information.

A side benefit of the briefing would permit the public information officer to procure a current photograph and biography of the prospective commanding officer.

The follow-up visit to the commanding officer will provide a myriad of benefits. The visit will permit the public information officer to again stress the staff commanders position regarding public information. It will permit him to interject ideas on current ship programs, and give the staff officer a chance to discuss the vessels program with the collateral duty information officer in attendance. The visit also is scheduled at a time which is considerably after the officer has taken command. He has had sufficient time to study his new command, including assessment of the existing public information program. The commanding officer will be in a position to pose pertinent questions and request specific public information assistance from the staff.

When, due to distance or operations, the ship is separated from the force or type commander, the briefings should be accomplished by the nearest staff or district public information officer. This service could be provided on a reciprocating basis among staffs.

Collateral Duty Public Information Officers

Comment

Collateral duty public information officers are many times inexperienced and in no way qualified for the billet.

Recommendation

The public information officer billet be assigned to the most qualified Head of Department. On larger ships the assignment should go to the most qualified assistant department head.

Discussion

Public information must be elevated in stature among the majority of fleet units. Assignment of the billet to a Department Head gives the billet, experience, organizational ability, and an officer who is able to conduct affairs directly with the executive and commanding officers.

Comment

Too often the collateral duty public information officer is not familiar with local media outlets.

Recommendation

Commanding officers of ships require public information officers to visit media offices in the area of their home port.

Discussion

Acquaintance with city editors, photo editors, and the news editors and program directors of local radio and TV stations, is essential. The simple act of stopping by for introductions, to say hello, or to invite the individual to the ship for lunch, may prove to be a valuable dividend.

CHAPTER VII

CONCLUSION

There were days without telephone or radio, without jet aircraft and worldwide television networks, when the actions of the ships of the Navy were almost unknown to the public of the United States. Ships had to rely on favorable winds to sail them across the waters, and communications were frustratingly slow. Seapower was not understood, nor was the need to have it understood, realized.

Today, much of our citizenry takes seapower for granted, never surprised when the Navy ships turn up in various hotspots around the world. I hope our Naval presence will always be available, but I emphasize that seapower is so important to our nation that it must never be neglected or underestimated. There is an immense penalty attached to failure to understand the use of the sea and the need to control it.¹

The Navy is dispersed throughout most of the world we live in, contributing to the cause of peace everywhere. To update an old saying, the SUN never sets on the USN.

The Navy and the personnel comprising the Navy have always been in transition. There was the evolution from sail to steam, wooden hulls to steel, the advent of the aircraft carrier, and today, missiles, nuclear weapons, and spacecraft dominate the scene. And yet the landing ships, the minesweepers, the supply ships and fleet oilers, continue to appear in the hotspots of the globe. For a naval vessel to appear in a trouble spot, is very similar to an entertainer appearing on the stage. There must be rehearsal.

¹Baltimore Sun, December 12, 1964, p. 3. Admiral David L. McDonald, USN, Chief of Naval Operations.

Rehearsal there is. Long, arduous, tedious, hours, days, and weeks of it. Training, steaming, conducting maintenance and massive shipyard overhauls. Breaking in new seaman, perfecting old ones, and these programs and operations all take place during U. S. Fleet Operations. This is the story that must be related to the American public.

The entangled web of modern life and the swift pace of advancing military technology have altered the peoples perspective. This at a time when, the Navy costs the U. S. taxpayer \$14,300,000,000 annually -- roughly \$126.00 for every citizen over 21.¹ This at a time when too great a percentage of naval officers feel that "our actions speak for themselves."

Modern naval forces produce numerous "actions" which are taken for granted by the citizenry and the Navy. Any military organization leaves impressions with people, requires citizens for manning, and thus, requires public information whether they like it or not.

The preceding chapters have described the background and need for public information programs within the scope of U. S. Fleet Operations. They have drawn in broad outline a basic public information program, one that is considered as a primary foundation, for an individual fleet ship.

Public information is not an "all or none" function. Each ship can pick and choose from a large assortment of programs and implementation procedures. Assurance may be given that whatever it chooses, and no matter how implemented, if done well,

¹Thomas W. McKnew, "Four-Ocean Navy in the Nuclear Age," National Geographic Magazine, Vol. 127, No. 2, (February, 1965), pp. 145-187.

will provide returns far greater than the effort involved. Returns for the ship, and for the overall Navy program.

Play the whole hand. A fleet is like a hand of cards at poker or bridge, Admiral Halsey once told a junior officer. You don't see it as aces and kings and deuces. You see it as a hand, a unit. You see a fleet as a unit, not carriers, battleships, and destroyers. You don't play the individual cards. You play the hand.¹

This is true of a public information for the U. S. Fleet. The Navy holds the cards... they must all be made playable.

¹Department of the Navy, Office of Information, CHINFO Newsletter, Vol. XV, No. 2, (February, 1963), p. 1.

APPENDIX A

RECOMMENDED READING LIST FOR
COLLATERAL DUTY PUBLIC INFORMATION
OFFICERS

Recommended Required Reading

1. United States Navy Public Information Manual, Navexos P-1035 (Current edition).
2. Journalist First Class & Chief, Bureau of Naval Personnel Training Course, NavPers 10295.
3. Fleet Operation Orders 201-(YR), Public Information Annex
4. Type or Force Commanders regulations and Directives concerning Public Information.
5. Security Manual for Classified Information, OPNAVINST 5510.1 series.
6. Embarkation in U. S. Navy Ships, OPNAVINST 5720.2 series.
7. Clearance and release of Department of the Navy Public Information, SECNAVINST, 5720.24 series.
8. Current annual public information objectives, SECNAVNOTE 5720.

Recommended Additional Reading

1. Effective Public Relations, 3rd Ed., Scott M. Cutlip and Allen H. Center, Prentice-Hall, Inc., 1964. Chapters 1, 4, 5, 7, 8, 9, 10, 15, and 25.
2. Persuasion, Herbert I. Abelson, Springer Publishing Company, New York, 1959.
3. Public Relations Handbook, 2nd Ed., Philip Lesley, (ed.), Prentice-Hall, Inc., 1962.

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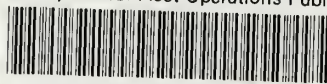
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- Personal interviews with commanding officers and officers serving as collateral duty public information officers, May-July, 1965.

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